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ABSTRACT

Guidelines are provided for the professional youth staff member in Iowa to use in developing and implementing an educational program for youth in the inner city. The proposed guidelines are related to both organization and program, using the present 4-H and Youth Program as a base for developing programs for inner city youth. (DB)

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Guidelines for Developing and Implementing

An Educational Program for Youth in the Inner City

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TABLE OF CONTENTS

Introduction i

Iowa 4-H and Youth Program 1
Objectives
Organizational framework
Staff pattern

Definitions of Terms 3

Proposed Guidelines. 5
Organizational Guidelines 5
Program Guidelines. 17

Summary. 23

Bibliography 24

GUIDELINES FOR DEVELOPING AND IMPLEMENTING

AN EDUCATIONAL PROGRAM FOR YOUTH IN THE INNER CITY

INTRODUCTION

The Iowa 4-H and Youth Program, a significant part of the Cooperative Extension Service of Iowa State University, has played a vital role in youth development by balancing individual and personal growth with practical learning-by-doing experiences. Until recently the Iowa program has served mainly the rural farm audience with a traditional 4-H program. Within the last decade, like other Extension programs, the 4-H and Youth Program has instituted adjustments to face realistically the implications of social and economic changes in the state.

With Iowa in an expanding economy, based on increased industrialization and the accompanying urbanization, it is highly important for the youth educational arm of Iowa State University Extension Service to explore meaningful ways to supplement and support youth educational programs in the urban areas. With the many diverse, complex and interdependent problems facing youth growing up in the inner city it is highly significant and important that the 4-H and Youth Program should deliberately broaden their educational program in youth development to include inner city youth. Problems of personal growth and development are more critical for the youth in the inner city than in any other part of our society.

This paper will attempt to establish guidelines for the professional youth staff member in Iowa to use as they develop and implement an educational program for youth in the inner city. These guidelines are designed to serve as directions, indications and a general basis for development of inner city programs. They are not intended to be all inclusive, mandatory or limiting. Instead they should give the staff a starting point based on principles, basic philosophy and practical experiences.

This paper is being developed specifically for use within Iowa. It attempts to propose guidelines that can be implemented within the bureaucratic structure of the Extension Service as it presently exists. The proposed guidelines and recommendations will undoubtedly need to undergo modification as the structure of the Extension Service changes, success in the inner city programs is demonstrated and the experience and competency of the staff is proven.

THE IOWA 4-H AND YOUTH PROGRAM

The Iowa 4-H and Youth Program provides organization leadership and other resources of Iowa State University to assist with the personal growth and development of youth. The program, consistent with the objectives at Iowa State University, is oriented toward human resource development. Dr. W. Robert Parks, President of Iowa State University, described this as a "new humanism" in his inaugural address of March 22, 1966. He said:

> "Today, I would like to identify another goal, a fourth goal, for Iowa State. It is the goal of bringing all of our disciplines in the sciences and the humanities together into a new educational unity, achieved through a broad concern for the human and the humane. Today, I want to commit the Iowa State University to the task of working to develop what might be called a "new humanism" as the philosophical basis upon which its educational programs can be built.
>
> ...The "new humanism"...takes its basic tenets from the humanism of the Renaissance...That pre-scientific world provides, I believe, the basic assumptions for a modern educational philosophy broad enough to fit the changing interests of men in the scientific age.
>
> They are the beliefs: 1. that education should be man-centered; 2. that it should be based upon a concept of the individual as a total entity, whose personal development to be complete must be a rounded, integrated development; 3. that the end of education is the complete development of the individual; 4. that education, to achieve such personal development, must relate to the needs and problems the individual will face in his environment and to the decisions he must make within his culture; and 5. that it should be concerned with those conditions of man which affect the fulfillment of the goal of the optimum development of the individual, wherever he may live, whatever may be his race or creed." (7)

Objectives

The purpose of the Iowa 4-H and Youth Program is to help young people become creative and productive citizens. A more specific statement of objectives is being discussed. Tentatively the 4-H and Youth Program will help young people

1. be stimulated toward personal growth and development
2. acquire knowledge and skills in science and management
3. acquire understanding and attitudes of citizenship responsibilities
4. develop leadership effectiveness

Twelve major program areas stressed in the 4-H and Youth Program are improving employability, exploring science, agricultural income, production and management, conservation and natural beauty, community study and development, family and home living, personal development and relationships, safety, health and fitness, cultural arts and use of leisure, leadership development, responsible citizenship, and international development and understanding.

Organizational Framework

The 4-H and Youth Program is not limited to the traditional 4-H club organizational approach to serving the needs of young people. Three programming patterns with varying degrees of the organizational component are identified as means of conducting educational programs for youth. They are:

Organizational -- Educational progress conducted through organized formal groups with varying degrees of membership requirements, expectations and involvement over a period of time. Goals and means are developed and controlled by the Extension Service.

Interorganizational -- Educational programs conducted through established groups, organizations and programs other than those who are identified as Extension. Goals are controlled by other agencies and organizations. The Extension Service contributes the knowledge, resources and educational methods to carry out an educational program.

Extra-organizational -- Educational programs conducted where a separate or special organizational framework is established for the achievement of educational objectives. Goals are mutually decided upon by all involved--groups, agency, and participants. Organization or agency identification is not significant nor desired. The organizational component is at a minimal level and does not continue beyond the educational program. Educational programs are special interest or problem centered approaches.

Experience has demonstrated that all three patterns can contribute to the growth and development of young people. An appropriate combination of these patterns can and has increased the effectiveness of the 4-H and Youth Program.

Staff Pattern

The Iowa Extension Service is in the process of reorganizing it's traditional staff pattern so that well trained professional youth staff members will be employed to assume responsibility for the youth programs. The staffing pattern will deploy the professionals in a manner which will tend to bring about maximum output and yet provide an atmosphere conducive to personal growth and satisfaction of the professional staff member.

Criteria for the professional staff members are that they have demonstrated or have the ability to acquire:

1. Realistic confidence in self and concern for other people
2. The ability to interact well both with youth and adults
3. Flexible creative approach to programming
   a. Interest in approaching the program experimentally
   b. Ability to see how the specific parts of program interrelate toward the long range goals and purposes
   c. Ability to look for causes rather than symptoms in solving problems
4. Objectivity about one's self (can roll with the punch and not become all tied up in the process)
5. Capacity to learn
6. Present-future orientation rather than present-past orientation

It is important to emphasize that creativity and flexibility of the staff members is both desired and expected by the 4-H and Youth Program and the administrative management (personnel relations) unit of the Extension Service.

Staff members will be trained in human development and will not necessarily be expected to have subject matter competency in agriculture or home economics.

Definition of terms

The following definitions of terms are offered to aid in the understanding of the proposed guidelines:

4-H and Youth Program - All organizational and educational endeavors conducted by the Cooperative Extension Service field and central staff members for youth development. The program should not be interpreted to mean only the organized approach - 4-H Clubs.

Inner city - Many terms such as disadvantaged, poor, low income, impoverished, low class, slum, underpriviledged have been used by different authors, organizations and agencies. Some terms are highly value laiden while others are incomplete or inaccurate in their identification. For the purpose of this paper the term "inner city" will be used.

Inner city is interpreted to mean an area within the city made up of people who are denied minimal levels of health, housing, facilities, food, education; excluded from taking advantages of new opportunities; where overcrowding, congestion, a concentration of multi-problem families, low income levels, minority groups, and aged abound.

Inner city is not an exclusive term because it encompasses a diversity of people and problems. Generally it is considered to be located near the central business district but it is not limited exclusively to any one geographic area. It should be noted that the situations surrounding the inner city are relative to the rest of the community and society.

In some inner city areas medium and high income level housing is being built. This adds increased complexity to the inner city problems. For the purposes of the report these people will not be considered as "inner city".

Non-professionals - Again many terms have been used in literature and in actual practice. Such terms as non-professional, sub-professional, para-professional, program aide, staff assistants, program assistants have been used.

In this paper the term non-professionals will mean men or women who have not been professionally trained for youth work and are paid to give leadership to the 4-H and Youth Program. They may be full-time or part-time employees.

The term "non-professional" is not a title designation. Specific titles and job descriptions are needed. It is beyond the scope of this paper to spell out these details.

Neighborhood - An area delineated by geographic, social and ethnic boundaries. The people living within the area identify with the area and have mutual concerns. These attitudes vary greatly in intensity from very slight to very strong. Some neighborhoods exist in the inner city while others need to be created.

A community and the inner city area is usually made up of several neighborhoods.

4-H Club - A group of boys and/or girls organized for educational and developmental experiences under the supervision of an adult. Minimum expectations of members are to attend meetings, participate in the educational program, carry a project and keep a record.

The club and members have the priviledge of using the 4-H name, emblem and other 4-H symbols and identifications.

club - A group of boys and/or girls who come together for a group experience under the supervision of an adult. Normally the organizational component is limited. However, this will vary with the level experience of the members. No group expectations or expectations of members are set up by the Extension Service.

PROPOSED GUIDELINES

It is recognized that program is vastly more important but because our traditional organizational framework tends to limit our vision the organizational guidelines will be discussed first.

Organizational Guidelines

1. The family centered approach to youth education should continue to be a focus of the 4-H & Youth Program.

   A. Club meetings in homes may encourage parent interest and understanding and help develop respect for property and pride in home but the inner city living conditions are so marginal that club meetings in homes many times is neither desirable nor feasible.

   B. Although involvement of the family is desirable it should be recognized that apathy of parents, incomplete family units, working parents and lack of supervision for other children may make working with the total family impractical and nearly impossible.

The tendency is to assume that all inner city homes are dirty, small and dark. Experience in the Plymouth Neighborhood in Detroit* revealed that a wide variety of living conditions exist. To illustrate this point three homes are described below:

Mrs. H.: - Her apartment was down a long dark hallway with only a single light bulb for light. Inside the apartment darkness prevailed. Old dingy white curtains, with a dark shade, were at the window. Several years accummulation of smoke and grime on the windows from the Detroit factories let in very little light. Three clothes lines stretched across the living room were full of clothes. Walking was difficult because the lines were about five feet high. Every corner in the house was piled with the family belongings and refuse.

When this writer called upon Mrs. H. he was warmly greeted and taken into the living room. She quickly shoved all of the things on the davenport into the nearest corner and grabbed a nearby broom to sweep the floor in front of the davenport so he could come in and sit down.

The kitchen table was in the living room. The breakfast dishes and serving pans were still on the table. It was 10:45. The only chairs in the house apparently were two straight chairs and the davenport.

Mr. and Mrs. N.: - Their apartment was on the second floor of an otherwise empty apartment house. A battered old "For Rent" sign apparently attracted no new renters. Mr. and Mrs. N. served as caretakers for the apartment house. The apartment had three bedrooms, living room, kitchen and bath.

The apartment was adequately furnished with davenport, chairs, and a large new Hi-Fi set. The limitation was the size of the rooms. The available floor space for walking, playing and moving around was confined to a series of long narrow pathways or corridors. None of the corridors was wider than four feet.

*For the practicum part of the seminar this writer worked with the Plymouth Half-Way House in conducting a survey of families in the neighborhood.

Mrs. C.: - Her apartment was on the third floor of a large apartment building. Her home was neat and adequately furnished with modest furnishings and accessories. During a home visit her ten year old son had his G.I. Joe dolls and equipment spread out to play with when he returned from school.

Sitting in the living room one quickly forgot that he was in the midst of one of the slum districts of a metropolitan area. For a brief moment it felt as if you were in the suburb visiting with a middle class family.

While the third home offers excellent conditions for a successful club meeting the first two have conditions less than desirable. Mr. and Mrs. N's apartment offers so little space that it is hard to imagine their family of five teenage children being able to comfortably relax in the home. Mrs. H. might be willing to make the necessary arrangements for her children to have a meeting in the home but it would be unfair to expect her to have a meeting in her home. Neither would it be considerate to change the expectation of having meetings in the home just because her apartment is dirty and lacks adequate facilities.

Mrs. Ivor Echols, *Faculty Member and Group Work Supervisor at Merrill-Palmer Institute, says her experience indicates that it is far better for club groups to meet away from the home. A community center, church or other public building makes a more adequate meeting place than the home.

Meeting in the home at special times or for special situations should not be discouraged. In fact there may be considerable benefit if the groups could meet occassionally in home as the situation warrants.

Catherine S. Chilman [4] suggests many parents were deprived of their growing-up experiences and this may be limiting their ability to meet the demands of child rearing. As a result she proposes enlarging the horizons of inner city families through carefully planning parent activities.

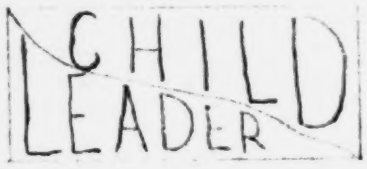
She proposes that helping parents to move into their larger community through parent tours, trips, recreation activities and educational programs may help the parents to enlarge their children's lives spontaneously without being indoctrinated to do so. This type of activity may have a more definite and lasting effect on both the parents and their children.

Experience in the 4-H program would indicate that it is relatively easy to work with the parents of young people who are enrolled in the program. Since inner city families are interested in their children (perhaps not always in the same way and for the same purposes as upper class families) it would seem logical to attempt to plan parent activities to supplement and complement the youth program.

*From Mrs. Echols' presentation at the seminar.

2. <u>The 4-H and Youth Program should be people oriented rather than organization or task oriented.</u>

To be people oriented a program must believe in the person-ness of each individual and that if the program can provide a certain type of relationship, the (other) person will discover within himself the capacity to use that relationship for growth and change, and personal development will occur. This helping relationship can be illustrated by this diagram.



The goal of the relationship is for the leader to make it possible for the child to assume responsibility for his own life. It is not to develop the child but to let the child assume responsibility at his own rate. It is the development of the helping or facilitating relationship that permits the leader to be a flexible authoritarian at the beginning and gradually move towards helping the youth to make their own decisions.

Abilities of the individuals and the group need to be realistically considered in developing programs. A wide range of abilities can be found in the inner city. Chronological age may be a very poor indicator because of the deprivation. Although the age may vary the sequence of growth is invariant. The child is constantly integrating his environment and his biological growth. It is a constant interplay or reorganization of the thought process based on current experiences. Early stimulating experiences are important.

Inner city youth and adults need and desire personal contacts and interpersonal relations. It was very evident in this writer's practicum experience. The interviewed were often reluctant to have the interviewer leave. They seemed genuinely pleased to have someone stop and visit - particularly when the stranger did not want something from them. Even little children were elated to have someone in the home. A little five year old boy invited this writer in to see his toys and did not want him to leave. He was thrilled to have someone talk with him. One woman almost said, "thank you for stopping to visit." Interviews that could have been ten minutes stretched to twenty, thirty and even forty-five minutes as the respondents freely visited. In many cases they seemed to crave the opportunity to talk with someone.

Although relevant for all groups it is particularly important in the inner city that rules and regulations be flexible so the program can be focused on significant learning experiences. The desire for quality programs and establishment of high standards, numerical reports, and the expectations of the bureacracy can be limiting but it <u>is</u> possible to plan and implement effective programs for personal growth of boys and girls within the Extension Service framework.

3. <u>Educational programs will be more effective if the child is reached early in his life.</u>

   a. In the organized approach, 4-H CLUBS will continue to be for 4th grade and older (9 or 10 to 19); other organized clubs will be for the first grade and older.

   b. A concentrated effort should be made to involve boys and girls in the first, second and third grade in a youth educational program.

c. Extension youth staff members should actively support and work towards implementation of pre-school programs such as Head-Start in the inner city.

Frost and Hawks[6] report that the disadvantaged or inner city child is retarded in the skills necessary for him to have successful school achievement when he enters school. Early stimulating experiences are critical if the child is to develop his full capabilities. Because there is a constant interaction between children and their environment there is a need to supplement and compensate for the lack of an adequate environment.

They further report that research and experience shows that an enriched environment can affect achievement. The pre-school years are critical years. The lack of early environmental stimulation results in retardation of cognitive, locomotor and social development.

It is interesting to note that research reported by Frost and Hawks shows that, in animal research, dogs who are confined in small cages with no objects with which to play and explore and no chance to acquire pain expectancies were unable to learn to avoid pain when released to a normal existance at maturity. Further research indicates that dogs raised in isolation were unable to devlop normal social interactions at maturity.

Although society does not ethically permit this type of research with humans there is ample evidence among deprived young people to illustrate the applications of these findings to children.

Extension staff members have, as has been earlier indicated, many opportunities to work with other agencies and programs and as a result can have an effect on the development of boys and girls. One notable example is through the Head-Start Program.

4. Inner city youth have a strong desire and need to belong to a club or a small group of real importance to them.

   a. An informal club can be moved to a more formally organized club and ultimately to a 4-H Club if the experience and needs of the members can be better met with the additional structure.

   b. Club groups should be small (6-8) members to permit maximum opportunities for personal or human interaction.

   c. Inner city youth need to meet weekly to maintain interest and to provide continuity.

When inner city youth speak of a "club" they do not think of a group with officers, formal meetings, a constitution and bylaws. They desire to have a small number of boys and/or girls in a group setting where they can develop some meaningful interpersonal relationships. They call these groups "clubs". A small group of 9 - 12 year old boys came to the Skillman Center and asked to form a club.* In visiting with these boys it was evident that they wanted to meet regularly (once a week at least) to do things, play ball and to make things. Groups of neighborhood youth came frequently to the Center when they knew there was an opportunity to form a club.

* During the seminar there were opportunities to observe & visit with this group.

Mrs. Echols sees the club as providing an opportunity to introduce order and structure into the lives of these young people. Some groups move faster to the stage of electing officers and having more formal meetings than others. Some groups never move to this stage. During the preadolescence stage the more formal groups seem to have more meaning for the inner city youth.

The size of groups can vary with the experience of the leader of the group. Groups of over ten young people will have limited opportunities for interpersonal relationships to be developed with each other and the group leader.

Although the recommendation to have groups divided by age or grade in school is still a valid recommendation for inner city youth it is important to recognize the wide variation in the abilities and experiences of the youngsters. There needs to be a great deal of flexibility when forming groups.

5. 4-H and Youth Programs should be organized for a neighborhood rather than a larger inner city area or community basis because activities need to be conveniently located at a time and place for inner city youth.

   a. Expanded contacts outside the immediate neighborhood should be available as the young people are ready for such experiences. It should be recognized that some groups will be ready for these experiences before other groups.

   b. Neighborhood events such as parent nights, fun nights, achievement shows, for the whole neighborhood can foster goodwill, understanding, support and build espirit de corps.

Riessman [8] emphasizes that we need to package our services for the inner city in such a way that they are attractive, interesting and easy to get. His experience indicates that when these principles of advertising are applied to services people will make use of them.

Services need to be close to the people. Although highly mobile as a population people in the inner city do not travel far for the services they use. Although public transportation facilities are available, the inner city youth and their parents do not use them in great numbers. The cost of the bus fare many times is not available.

Numerous experiences by members of the seminar* revealed that young people had not been outside of their neighborhood except to go to school or occasionally to shop. Various youth serving agencies in Detroit provide transportation for their participants even though they live near the meeting or facilities. Merrill-Palmer Institute provides transportation for their school children even though they live in the immediate neighborhood. Other groups such as the YMCA and the Most Holy Trinity Church (Catholic) regularly provide transportation for their participants.

In many inner city areas it is not safe for either youth or adults to be on the street at night and in some areas mothers are reluctant to have small children outside during the day. Mrs. C.,with whom this author visited in the Plymouth Neighborhood, indicated she had real concern about her 10 year old son being outside alone. She reported numerous incidents of small children being harassed by older youth and attacks on women and older people. She and

* Experiences of Marifloyd Haml with a group of girls and Danora Waterhouse with a family as well as other members of the seminar

many other mothers prefer to have their children inside rather than being outside. A little ingenuity can, in many neighborhoods find a place for youth meetings. In most neighborhoods there are unused stores or buildings that might with little effort, become attractive centers for youth and adults.

Many churches, schools, community facilities such as the fire station, TAP centers and other places may be available for a properly supervised program.

For example Plymouth Half-Way House, the community arm of the Plymouth United Church of Christ, took over a vandalized and rapidly deteriorating small apartment house for their community headquarters. With a fresh coat of paint by volunteers and some remodeling the center provides living quarters for the janitor and several meeting rooms. Although their space may not be completely adequate it is available for all types of activities. Currently Merrill-Palmer Institute is considering securing the use of the vacant cafe across the street from the Skillman Center for a teenage center. In some instances the landlord would be happy to have a reputable operation in the building to help deter vandalism, a constant problem with unoccupied buildings in the inner city.

The lack of adequate facilities should not be a deterent to conducting a program for inner city youth because a really effective program is more than having a facility open.

6. Trained indigenous leadership, volunteer and paid, is an essential part of the 4-H and Youth Program for the inner city.

An essential part of a 4-H and Youth Program in the inner city is the use of indigenous leaders. Just as the traditional 4-H program has been built on local leaders so must the program in the inner city. Resources of the Extension Service will not permit the employment of sufficient personnel so that professionals can work directly with groups of inner city youth. Extension Service personnel must serve as catalysts for group action program developers, resource leaders and leader trainers.

Clinard [5] says that it is essential to develop indigenous leadership and self help if effective urban community development is to take place. According to Riessman [8] the first principle for working in the inner city is to hire neighborhood people and train them to work in their own neighborhood. He says that if we really want a major change we should use full-time, trained non-professional workers because you can get motivation and a product from them than you can not begin to imagine in terms of intensity, energy and application.

It is important to continue to use volunteer leaders in the inner city program. An appropriate combination of volunteer, full-time and part-time paid leadership is needed for an efficient effective inner city youth program. Leaders may be brought into the community but it is important to use indigenous leaders along with "imported" leaders in "team" assignments.

The following model is presented by Robert Anderson [1] as a possible method of involving indigenous leadership.

The basis for this model is the use of local leadership, both voluntary and paid, and the use of paid indigenous program aids.

a. Volunteer Leaders. These adults would lead one club of 6 to 8 members and be responsible for their weekly meetings.

b. Assistant Program Aid. These adults would be part-time employees recruited from the ranks of successful volunteer leaders. Their duties would be to lead two or more clubs make visits to homes for recruitment, problem solving and assist with 4-H events. Attendance at staff meetings would be included in their responsibilities. Six to twelve hours per week would be required.

c. Program Aid. This would be either a part-time or full-time position depending on personnel available. Responsibilities would include: organizing clubs, recruiting, assisting with training, backstopping leaders and developing local 4-H activities. In addition the Program Aid would act as a "bridge" between the families in the community and the Extension Service, interpreting programs and needs in both directions.

Some older youth from within and outside the community could be involved in giving leadership to the youth program for inner city youth. Older youth should be carefully selected and be given training in working with inner city youth. This training should be on-the-job type training using their experiences as a basis for the training. Using the counselor-in-training (CIT) idea they might be identified as leaders-in-training (LIT).

A strong adult leadership training program is needed to develop leadership skills in understanding themselves and others, leadership principles, methods of working with young people, communications and human relations skills. The leader training program should be readily accessable to the leaders, preferably in their neighborhood. The training should be structured so as to allow the leaders to integrate their new knowledge, skills and understandings with their practical experience as soon as possible after the training.

In working with inner city leaders it is important to recognize that the level of education, background and experiences of their adults will necessitate the adjustment of many of the leader training principles currently being used in the traditional 4-H program. For example, inner city people learn best through the deductive approach rather than the inductive approach. The adults will also come to leader training with considerable reservation if they feel it is like school. Their experiences with school has not been very satisfactory and therefore hesitate to be involved in another "school" type experience where they may not be successful.

Transportation, baby sitter services and help in defraying the cost of teaching materials may be a necessity for some leaders to participate in training and the program.

It is well to remember that perhaps one of the greatest contributions that the Extension Service can make to the inner city is the development of the self-confidence and abilities of the adults who are involved in the 4-H and Youth Program. Additional more specific guidelines for the use and training of indigenous leadership need to be developed.

7. 4-H and Youth Program for the inner city must have continuity of method, resources, personnel and program efforts.

   a. Inner city programs have a tradition among inner city people of change. Continuity is important if we are to maintain participation and achieve personal growth.

   b. Programs for youth are needed all year around. Special emphasis should be given to weekends, holiday periods and summer vacation time.

Inner city programs have a history of being transitional, short lived, fluctuating and ever changing. The people quietly, but with real reason, complain "but - - - - - - -(name of group) came in and got things going and left." Inner city social workers have the same comment. They say groups want to come in, recruit members, identify leaders, and set up the program. Inner city people do not have enough experience with groups to continue programs without a high increment of professional help.

When the Extension Service initiates youth programs in the inner city they must be careful to build in continuity. Continuity is important, in fact essential, if we are to maintain participation, develop community responsibility and achieve personal growth.

One of the most frequent requests is for activities during weekends and during holiday periods. During the Easter vacation period the Skillman Center at Merrill-Palmer Institute included over 100 boys and girls per day. Up to this time there had been only a limited program in operation.

One mother was reported to have called Mr. Robert Potts, * head of the Youth Service Corps, in Detroit and asked if there was to be a program during Easter vacation because her son only gets into trouble when he has free time such as during vacation periods. Mr. Potts further reported that the juvenile crime rate increases significantly during the summer months when the children are not in school.

Emphasis should be given to having year round programs with special emphasis on weekend holidays and summer vacation activities. If we are serving needs of youth then we must be involved when the needs are greatest.

8. Extension Staff members should become familiar with all other agencies, programs, and personnel serving the inner city youth and work with and through them.

   a. Extension should work with, but not be limited by, other agencies in order to achieve maximum results for inner city youth.

   b. When an agency or organization has established a program in a neighborhood Extension should concentrate on the interorganizational approach in that neighborhood.

   c. Many times significant contributions to the development of boys and girls can be accomplished by professional staff working as a "volunteer" in other agencies and programs.

* Formerly Director of the Detroit Police Department's Youth Bureau and currently a staff member with Neighborhood Service Organization

In Metropolitan Detroit nearly every agency, organization and many individuals personally expressed concern over the duplication of services for the inner city. There are approximately 350 agencies serving youth in Detroit. At the same time the same agencies, organizations and people indicate strongly that they alone or collectively are not adequately meeting the needs of the inner city youth. With very few exceptions there was a general feeling that the Extension Service can and should bring their resources to bear on inner city problems.

The inner city area can not afford to have agencies, programs and personnel working who do not know and understand each others programs, activities, and personnel. In addition to knowing about programs the personnel need to know and be able to interact with each other.

One such organized opportunity is the group of social workers on the near east side of Detroit. This group meets monthly to discuss programs, problems and situations of mutual concern. They have an opportunity to share problems and work together. When this writer attended one of their monthly meetings he found that even though many of them had worked in the inner city of Detroit they did not know each other, their method of working with clients, etc. The new workers at the meeting were able to get acquainted personally with other social workers and to be able to respond with other staff with problems similar to their own. At this meeting they took formal action to support an organization that was attempting to get more and better recreation resources for the inner city. Without this group they probably would not have known of this effort.

With the inter-organizational and the extra-organizational programming patterns available to the Extension staff member in the inner city it is highly important that personal relationships be developed and knowledge of the other programs, situations and needs be secured. These two approaches to youth programming depend upon interaction between staff and agencies.

9. In initiating new programs or programs in new neighborhoods it is important to START where there is a high potential for success.

Inner city youth and adults have so long been associated with failure. They have experienced failure in jobs, school, marriage, interpersonal relationships, securing adequate housing, in community groups, etc. The Extension Service although highly successful in middle class rural areas, has not developed a high degree of compentency in the inner city area. As a result it is very important to carefully select the starting point in the inner city.

It is expected, however as staff gain experience and programs have demonstrated the ability to effectively reach young people, that programs will move to greater depth and will work with "harder-to-reach" youth and neighborhoods.

As a key to identifying the starting point in the inner city Clinard [5] identifys two types of slums. He says there are slums of hope where the residents expect to improve their situation, see an opportunity for advancing, tend to be recent migrants and are generally employable. In slums of despair the residents don't expect to improve themselves, have longer residence, and tend to be unemployable.

He further says that the slums of hope may be the least attractive because the residents see this location as a temporary place and they will move as quickly as possible. These people and the slum are most likely to change. This type of slum has been described as a proving ground for teaching immigrants how to live in a city. Identification of the slums of hope or at least the groups within the slum area that are upward bound will provide more positive factors on which to build the starting programs.

10. Publications for inner city programs need to be carefully prepared and used with discrimination.

    a. Inner city residents are not verbally oriented.

    b. Publications should be used only as a follow-up to teaching or contacts.

Written materials play an important role in the 4-H and Youth Program. They have traditionally been available for members to use with their projects and records and for leaders to use in directing club activities and programs.

Middle class society places a high value on printed materials. They read and study effectively from books, pamphlets and other materials. Newspapers, magazines and books are a normal part of the experience of the middle class.

One of the readily noticeable characteristics of inner city homes is the lack of reading material. Seldom do you see newspapers and magazines on the tables. Book cases are almost non-existent in the homes. The presence of printed material in the home is a clue that the family has different values and attitudes.*

Riessman 8 says that there is a great need for books and materials to be more attuned to the experiences and problems of the lower socio-economic groups. The textbooks used in most inner city schools have illustrations that relate to middle class situations. They rarely concern themselves with problems or heros of the disadvantaged.

It is difficult to imagine an inner city boy or girl who lives on the third floor of an old unpainted apartment building relating to the picture of a boy or a girl planting flowers or a garden in a large yard beside a white split level house. First of all, the young boy or girl may not have been to the suburbs to see a split level house and secondly a yard is just non-existent in the inner city.

A careful review of the Iowa 4-H publications reveal that all of the illustrations depict Caucasian boys and girls participating in the program. Negro boys and girls have become accustomed to this situation but this does not mean that they should not have the privilege of relating to illustrations of people of their own race. A question to be answered might be how white youth would react if all pictures were of non-whites.

* Based on observations during interviews with people in the Plymouth Neighborhood, Detroit

Inner city youth are retarded in their reading level. An illustration of this is the problem one of the members of the seminar had with a group of girls reading the instructions on the back of a pizza mix box. The girls were 10 and 12 years old and none of them could read the instructions. They found such words as "let dough rise", "yeast" unfamiliar and meaningless to them.

Publications for the inner city youth need to be written so slow learners can readily read and understand them. Guidelines for inner city youth publications are suggested as follows:

1. Use short, easy words familiar to the reader
2. Use short sentences-- not over an average of 10 words and vary the sentence length.
3. Make passive verbs into active ones
4. Use personal words and sentences
5. Eliminate the unnecessary ideas, sentences, words and phrases
6. Only one message at a time
7. Use drawings liberally and where possible in place of words
8. Use two colors of ink
9. Use large legible type
10. Ample white space is needed
11. Charts and graphs do not communicate to this audience.

Indigenous leaders may be effectively used to help prepare materials for leaders and young people. The special Campfire program for the inner city in Detroit has demonstrated this idea.

11. Program and project materials will need to be provided by the Extension Service or other groups or agencies; however, boys and girls participating should be asked to contribute towards the expenses.

One area of considerable disagreement among professionals working in the inner city is the amount and extent of financial involvement the participants in a program should have. Some professionals and groups advocate that the boy or girl must pay "something" towards the cost of the materials for the activity or for the program. Others say the young people can not and should not be expected to pay towards their participation in the program. This argument is only a small facet of the larger argument of public welfare versus free enterprise that exists in the larger community or the total economy.

It is easy to see the problem of lack of funds for children's activities when one looks at the simple economics of a family needing shoes so a child can stay in school. Bagdikian [2] in his book "In the Midst of Plenty" describes one situation:

> "Consider, therefore, the economics of shoes for the poor. After rent and electricity, the entire Johnson budget will not buy an adequate diet. Any non-food emergency, like shoes, can come only out of the already-deficient meals. At maximum, if the Johnsons each have three meals a day for the whole month, they will have an average of only 14½ cents to spend per person per meal. One pair of the cheapest shoes represents the loss of twenty-eight meals a month."

Clinard [5] says that free welfare services, without involving the recipients in planning, or some financial assistance or labor is likely to continue to create dependence. Mrs. Echols indicates that it has been her experience that you can have lots of giving to young people in the inner city before you make them dependent.

Experiences of people like Charles H. Lewis, Supervisor of Community Youth Services in Detroit, indicate that the confidence of the boy and girl is increased when they pay some portion of the fee or cost. There is some evidence they will be more actively involved and interested when they have some money invested in the activity or program.

It is important not to eliminate any boy, girl or their family because they can not provide the cost of the activity or program. A system of providing an opportunity for the young person to earn or work for their fee could be established. Another opportunity would be to have a money raising project of some nature to earn money for an activity.

Program Guidelines

1. In the beginning, programs should be based on the expressed or felt needs and interests of the inner city youth. Later the program can move to the needs, problems and concerns of parents, professional youth staff members and other adults.

Historically the Extension Service and the 4-H Program have developed programs and activities based on the needs of the people. As the people were ready the professional educator introduced programs he perceived as a need for the audience. In this paper "felt" needs are those needs that are felt or expressed by the client or the young person. "Perceived" needs are those identified by the professional educator or other people working with the group.

In the inner city it is even more relevant that the youth staff members start with the needs as expressed by the young people or the inner city residents. Inner city youth are pragmatic and anti-intellectual. It is the end result that counts with them. They prefer to deal with that which they can see and feel. Because they have seen school as impractical and not very relevant to their present situation they tend not to participate in anything that sounds or looks like school.

It is extremely important to start where the young people are rather than start with a fully developed program. The program should grow with the young people. Field staff members giving leadership to inner city programs must have the opportunity and responsibility to develop programs rather than having them all eminate from the State 4-H and Youth Program.

Youth need to have a part in the development of the program based on their interests, needs and desires and adapt it as they change. The subject matter taught should be immediately applicable.

As has been earlier said it is important to build on the strengths of the inner city youth. Too often programs have failed to take into consideration the full range of their abilities and interests.

2. Exploratory experiences are needed by inner city youth.

A. Programs should be based on needs and deprivation of youth.
B. Programs should awaken curiosity, develop creativity and self expression.

Inner city youth live within the reaches of many cultural, social and educational facilities, yet they make very limited use of these facilities. This is not to say that many inner city schools and recreational facilities are as well developed as suburban schools and recreational facilities. In fact the educational and recreational facilities in the inner city are extremely limited.

These young people and their families make very limited use of these opportunities. Because of the lack of money, transportation, the "know how" or "what to do" as well as the personal security to venture out for new experiences. The experience of several of the members of the seminar indicate that the young people know about these facilities and opportunities but have not taken advantage of them. Once they have been taken to the art institute, for example, they indicate they will return with their family later. There is considerable evidence that some of these young people will participate in such activities.

Another area of very limited understanding and experience is the area

of occupational information. Inner city youth have a very limited view of occupations available to them. They tend to be limited to, as is the case of all youth regardless of their socio-economic level and residence, the types of occupations in which their family and friends participate. In the inner city this is a very limited range of occupations. Most frequently it is in the unskilled an operatives areas.

To help expand the horizons of Negro young people, Michigan Bell and Hudson's Department Store produced a sound recording and film strip which identifies 64 occupations in which Negroes are working in the inner city of Detroit. Although this film strip is limited to Michigan it is an example of a program designed to expand the vision of inner city youth. The 4-H and Youth Program could develop programs that would have similar objectives and results.

3. <u>Teaching of skills and knowledge is a means to helping boys and girls to individually and personally grow and develop and are not an end in themselves</u>.

A. "Know how" skills are highly relevant for inner city youth.
B. Learning skills by doing is important.
C. Craft activities for both boys and girls are appropriate.
D. Homemaking skills (food preparation and clothing construction, particularly) for girls are important.
E. Facilities, equipment and opportunities for practice are limited at home. Simple equipment like measuring cups, saws, paint brushes, etc. are not readily available.

One of the most severe weaknesses of inner city people is what might be called "know hows". By this is meant the subtle and sometimes not so subtle expectations of the burearacry of the city concerning various procedures, forms, and methods. Without really realizing it these procedures cause a real hardship and limitation on people.

A good example from the Plymouth Neighborhood is Mr. and Mrs. B. when contacted they had been without heat for three weeks. They indicated the landlord would not fix the furnace and they had contacted the Health Department to complain. Additional discussion revealed they may not have completed the formal complaint procdeures. A check with the Health Department revealed they, infact, had not made the complaint.

In discussing the problem with the associate minister in charge of the Half-Way House it was decided that Mrs. B. probably hadn't completed the prodecure even though she had tried. To complete the procedure she had to call the City Offices, ask for the Health Department, then ask for the division that handles such cases and finally talk to someone who could handle her complaint. It is theorized that she explained the situation three times and gave up before she got to the right person. Inner city residents do not understand the bureauacracy of the city and as a result get discouraged and give up---even if it means no heat in their house in mid-March.

Some of the educational programs at Plymouth Half-Way House in Detroit concerned simple procedures of filling out application forms and helping the

inner city residents learn what services were available to them. The Half-Way House has prepared a simplified form for the neighborhood residents to use in securing help from the various agencies in the city.

Although this discussion has concerned mainly adults there is a similiar lack of "school or educational" know how exhibited by the youth of the inner city. They haven't learned to ask or answer questions, how to study, how to relate to teachers or other adults, how to take tests, how to apply for a job, how to interview, how to apply for admission to college or how to check on financial help for advanced training, getting an education or securing a job. There is ample indication that the young people want to learn the "know how" if someone will take the time and effort to help them.

An informal educational program such as the 4-H and Youth Program can make a significant contribution to the growth and development of the young people by concentrating on procedures youth need to know how to do. Once they have this basic understanding they will be better able to compete with other young people.

One of the most significantly overlooked positives of the disadvantaged[8] is that they are physical learners. Physical learners think through a problem better if they can work with it with their hands. They can not do well unless they can manipulate or use objects in the learning process. Physical learners are apt to want to be involved in music by clapping their hands and singing as opposed to simply listening. Children learn easier when their motor muscles are involved in every conceivable fasion.

It should be noted that physical learners are often slow learners. Riessman emphasizes that our culture rewards speed and as a result we may underestimate the ability of the disadvantaged child. Slowness of learning does not mean that a child can not learn. It may mean that he has a different style of learning. Because he may be treated as poor learner a slow learner soon becomes a poor learner.

4-H and Youth Programs are built on the concept of teaching boys and girls through the demonstration and project methods. Both methods provide the child an opportunity to work with his hands in learning skills. Traditionally the programs have started with the skill activities and moved to more complicated conceptual ideas. In working with inner city youth this pattern should be continued.

4. Personal Development Programs should receive high priority.

The inner city home has been described as: "a crowded, busy, active, noisy place where no one child is focused upon. There are too many children for this, and the parents have too little time. Consequently, the children spend more time in each other's company and with the relatives. Individualism and self concern on the part of the children is much less likely to emerge and is, in fact, discouraged in this more family centered home." [8]

As a result the inner city child desperately needs to have an opportunity to develop a basic understanding of himself. He needs to be able to learn to accept other people and to accept the right of others to be the kind of person they are. He needs to learn that he is never just his successes and his fail-

ures but that he is his own unique individuality, not to be repeated in another person. His person-ness is of unmost importance.

Herin lies a complicated, perplexing and highly relevant problem for the profession youth educator. Inner city youth are basically not introspective and not concerned about the self. Dealing with abstract concepts is not looked upon with excitement and enthusiasm.

This is not to mean that the inner city youth are incapable of inner thoughts and feelings. They simply respond more readily to the outside or external forces and concrete situations.

Because personal development programs tend to be more abstract and introspective in nature the inner city youth will not readily participate in this area and feel it is highly significant. The professional youth educator must use his skill and imagination to develop meaningful methods of effectively teaching personal development.

Two methods that will help young people internalize the concepts of personal development are role playing and the games approach. Through actual problems and situations they help make the concepts and ideas seem real.

Examples of programs that are significant to inner city youth if presented in a realistic and appropriate manner are: city or community exploration, personal grooming, career awareness, sex education, recreation.

At first glance a beginning inner city staff member is apt to look at the litter, dirt, rundown condition of the homes and businesses and the general condition of the neighborhood and want to start a community beautification project or service projects. Although community beautification is needed, newly formed groups and the individuals in the group need to be able to interact with each other in a meaningful way before they can undertake activities such as this as a group. This is not to say that some groups will be ready to undertake service projects but the beginning responsibility of the group is to help the members develop their own person-ness.

5. Learning experiences should be organized into meaningful, easily and quickly completed segments so satisfaction of accomplishment can occur frequently and these experiences will add up to an interrelated experience.

   A. Although inner city boys and girls are unwilling to wait for completion of long term projects, interest spans can be increased.
   B. Recognition should be in relation to progress, effort and accomplishment.
   C. Inner city youth are problem-centered rather than abstract-centered.
   D. Inner city youth are "games" learning oriented.

Traditionally the 4-H program has developed project and local club educational programs that are of a year or longer in duration. Although some facets of the projects or educational programs may be completed in shorter periods of time the program is geared to an annual basis. Members must wait until the annual local achievement show, county fair to be recognized for their development of skills in the project area. In addition, the awards program is geared to an annual presentation time at the end of the 4-H year.

Inner city youth have little experience in receiving approval for tasks well done. They live in a community where adults have had little success. Immediate gratification is a mode of life in the inner city. Interest spans are of short duration.

Ausubek, in Frost and Hawks,[6] outlines the following considerations for an appropriate teaching strategy.

1. The selection of initial learning material geared to the learner's state of readiness;
2. mastery and consolidation of all on-going learning tasks before new tasks are introduced, so as to provide the necessary foundation for successful sequential learning and to prevent unreadiness for future learning tasks; and
3. the use of structured learning materials optimally organized to facilitate efficient sequential learning.

Attention devoted to these factors will go a long way in assuring effective learning and will help build or restore the child's morale and confidence in his ability to learn.

6. Inner city youth need opportunities to relate in a meaningful way to adults.

A. Special emphasis should be given to providing boys (especially Negro boys) opportunities to relate to men.

Carl F. Burke[3] in the book "God is For Real, Man" illustrates this problem in a meaningful way when he says:

> "He was quite convinced (the boy with whom Rev. Burke was working) that no one in the world had the slightest interest in him, and he expressed a longing for someone to whom he could turn. We were seeking for something that would have meaning to him. About the only one he could think of who had shown interest in him was the Probation Officer, for whom he had great admiration. Thus, by our working together, this boy was able to express his feelings and establish a relationship with a person, which he could then translate into a relationship with our Lord."

As a result of this discussion the boy and Rev. Burke wrote a version of the Twenty-third Psalm entitled, "The Lord is Like My Probation Officer". In part is says:

> "The Lord is like my Probation Officer,
> He will help,
> He tries to help me make it every day.
> He makes me play it cool
> And feel good inside of me."

The problem of helping inner city boys to overcome the feeling that they are dominated by women in complex. The inner city man is faced by the fact that women can get a job when he can't. When the man is not employed the welfare worker is usally a women. As a result he develops the feeling that he has limited personal worth as a man. The feeling and attitude is passed along to the guys that are growing up. There is an urgent need for men to work closely with inner city boys, particularly Negro boys.

With a high percentage of the women working, large familes, and limited living facilities it is extremely difficult for parents to have time to devote to their children. Inner city children have little opportunity to have individualized experiences with an adult.

The 4-H and Youth Programs can provide an opportunity for another adult to enter the picture. The small club group provides an excellent setting for the children to be able to relate to an adult with small groups individualized attention is possible.

SUMMARY

To work in the inner city the Extension Service must be bold, dynamic and willing to explore new methods and ideas for effective programming. The present 4-H and Youth Program can not be transferred directly to the inner city. It does, however, provide the theoretical base for developing programs for inner city youth. With increased understanding of the inner city and its people the Extension Service can use it's practical experience, technical knowledge, and professional staff resources to develop dynamic effective programs.

Perhaps no other single agency is able to provide the resources and the framework for developing programs that meet the needs of inner city youth. The Extension Service has demonstrated its willingness to work with and through other agencies and groups. With a historical record of working with the disadvantaged they have shown the ability to help people to help themselves. The Extension Service is willing to serve as the initiator, compromiser, facilitator or catalyst as needed, to help young people become creative and productive citizens.

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